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ABSTRACT

North Dakota's vocational-technical education (VTE) system was evaluated in order to determine (1) the effectiveness and adequacy of the delivery system in carrying out the purposes of the Carl D. Perkins Vocational Education Act and the Job Training Partnership Act (JTPA) and (2) the effectiveness and adequacy of the coordination between the two acts. For each of these purposes, the following elements were evaluated: accessibility for special populations to VTE; cooperation and involvement of the private sector in VTE; accessibility for JTPA clients with serious barriers to employment; influencing effects of JTPA performance standards in serving clients with serious barriers to employment; effects of JTPA/VTE coordination on local education agencies; and overall effects on JTPA/VTE coordination. Ten recommendations for improvement in implementation and coordination of the acts were made, and 10 programs or agencies were commended for exemplary projects. (KC)

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Vocational-Technical Education

Preparing North Dakota's
At-Risk Populations for
Competitive Employment for the
1990s and Beyond

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An Evaluation Report of the
North Dakota Council on Vocational Education

March 1989

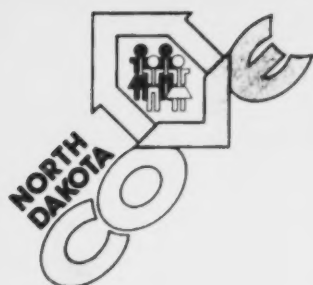
The Council on Vocational Education is a private-sector-led citizens advisory group. Members are appointed by the Governor and represent business, industry, labor, agriculture, and education. The primary responsibility of the Council is to advise the Governor, the Governor's Employment and Training Forum, the State Board for Vocational Education, and the business community on policies and initiatives that should be pursued to strengthen and modernize vocational-technical education.

Vocational-Technical Education

**Preparing North Dakota's
At-Risk Populations for
Competitive Employment for the
1990s and Beyond**

**An Evaluation Report of the
North Dakota Council on Vocational Education**

March 1989



NORTH DAKOTA COUNCIL ON VOCATIONAL EDUCATION

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February 15, 1989

The Honorable George A. Sinner
Governor of North Dakota
Executive Office, State Capitol
Bismarck, North Dakota 58505

Dear Governor Sinner:

The Council on Vocational Education is pleased to present its report on "Vocational-Technical Education--Preparing North Dakota's At-Risk Populations for Competitive Employment for the 1990s and Beyond."

North Dakota has a philosophy that vocational-technical education is a federal concern, a state responsibility, and a local operation. The federal government expresses its concern for vocational-technical education and job training through the enactment of federal legislation which provides funds to effect the necessary changes in society. As the needs of society change, so do the purposes of federal legislation.

During program years 1986 and 1987, the Carl D. Perkins Vocational Education Act and the Job Training Partnership Act provided over 20 million dollars to assist North Dakota in offering training and retraining opportunities to meet the employment and training and vocational-technical education needs of the state. The majority of these funds were dedicated for the poor, handicapped, disadvantaged, and other at-risk groups.

This report presents the Council's findings and recommendations on the effectiveness and adequacy of the vocational-technical education delivery system in carrying out the purposes of these two acts, along with the coordination that took place between the two acts.

The Council believes the recommendations in this report will help the state better prepare our at-risk populations to meet the workplace challenges for the 1990s and beyond. The Council looks forward to working with you, the Governor's Employment and Training Forum, and the State Board for Vocational Education to assist in implementing these recommendations.

Sincerely,

Sheila Christensen

Sheila Christensen, Chairperson

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FOREWORD

The Council on Vocational Education is required by law to evaluate the vocational-technical education (VTE) delivery system supported by federal funds and to report the findings and recommendations to the Governor, State Board for Vocational Education, State Job Training Coordinating Council, and the U.S. Secretaries of Education and Labor.

This evaluation was designed to determine:

- The effectiveness and adequacy of the North Dakota VTE delivery system, assisted by the Carl D. Perkins Vocational Education Act, in carrying out the purposes of that act.
- The effectiveness and adequacy of the North Dakota VTE delivery system, assisted by the Job Training Partnership Act, in carrying out the purposes of that act.
- The effectiveness and adequacy of the coordination that takes place between the two acts.

The design of this evaluation was adopted in November 1988, when the Council on Vocational Education decided to center its evaluation on the "common elements" developed by the National Association of State Councils on Vocational Education. These elements include:

- Accessibility for special populations to quality VTE for the:
 - Handicapped
 - Disadvantaged
 - Adults
 - Single Parents/Homemakers
 - Elimination of Sex Bias and Sex-Role Stereotyping
 - Incarcerated
- Set-asides for special populations.
- Funding formula for disadvantaged and handicapped programs.
- Cooperation and involvement of the private sector in VTE.
- Accessibility for JTPA clients with serious barriers to employment.
- Influencing effects of JTPA performance standards in serving clients with serious barriers to employment.
- Effects of JTPA/VTE coordination on local education agencies.
- Overall effects on local JTPA/VTE coordination.

The process of this evaluation included a review of existing data pertinent to the common elements and interviews with state, regional, and local personnel involved in the administration of VTE and JTPA.

FOREWORD

References have also been made to recent Council studies and workshops.

Specific commendations and recommendations presented in this report were generated by the Council on Vocational Education's Committee on Evaluation. Final adoption of this report was made February 15, 1989. This report is divided into the following four sections:

- Part One presents an Executive Summary.
- Part Two presents the findings and recommendations relating to the Carl D. Perkins Vocational Education Act.
- Part Three . . . presents the findings and recommendations relating to the Job Training Partnership Act.
- Part Four . . . presents the findings and recommendations relating to the coordination that has taken place between VTE and JTPA.

PART ONE

Executive Summary

EXECUTIVE SUMMARY

The Council on Vocational Education is required by law to evaluate the vocational-technical education (VTE) delivery system supported by federal funds and to report the findings and recommendations to the Governor, State Board for Vocational Education, State Job Training Coordinating Council, and the U.S. Secretaries of Education and Labor.

This evaluation was designed to determine:

- The effectiveness and adequacy of the North Dakota VTE delivery system, assisted by the Carl D. Perkins Vocational Education Act, in carrying out the purposes of that act.
- The effectiveness and adequacy of the North Dakota VTE delivery system, assisted by the Job Training Partnership Act, in carrying out the purposes of that act.
- The effectiveness and adequacy of the coordination that takes place between the two acts.

The design of this evaluation was adopted in November 1988, when the Council on Vocational Education decided to center its evaluation on the "common elements" developed by the National Association of State Councils on Vocational Education.

The process of this evaluation included a review of existing data pertinent to the common elements and interviews with state, regional, and local personnel involved in the administration of VTE and JTPA. References have also been made to recent Council studies and workshops.

This executive summary outlines the Council's commendations and recommendations given to the Governor, the Governor's Employment and Training Forum, Regional Employment and Training Committees, and the State Board for Vocational Education for each of the following evaluation elements:

- Accessibility for special populations to quality VTE for the:
 - Handicapped
 - Disadvantaged
 - Adults
 - Single Parents/Homemakers
 - Elimination of Sex Bias and Sex-Role Stereotyping
 - Incarcerated
- Cooperation and involvement of the private sector in VTE.
- Accessibility for JTPA clients with serious barriers to employment.
- Influencing effects of JTPA performance standards in serving clients with serious barriers to employment.
- Effects of JTPA/VTE coordination on local education agencies.
- Overall effects on local JTPA/VTE coordination.

RECOMMENDATIONS TO THE GOVERNOR

Accessibility for Adults to Quality Vocational-Technical Education

Sixteen public- and private-sector organizations joined together in 1988 to plan a "Working Conference on Adult/Industry Education and Training." This conference attracted over 100 leaders from business, industry, labor, education, and government to discuss ways of expanding education and training opportunities for employed, unemployed, and underemployed workers. The conference participants identified 35 recommendations which revolved around 5 themes:

- The need for a comprehensive delivery system for adult and industry education and training.
- The need for additional funding.
- The need for greater flexibility and responsiveness of existing programming.
- The need to market existing programming and to conduct market research to determine future training needs.
- The need to establish a technical resource center to develop new curriculum for "quick-start" training.

RECOMMENDATION: The state of North Dakota should study the feasibility and desirability of developing a comprehensive, statewide delivery system for adult vocational-technical education and industry training. This study should utilize the expertise of leaders from business, labor, education, and government and should consider the recommendations of the "Working Conference on Adult/Industry Education and Training."

R1

Accessibility for Incarcerated to Quality Vocational-Technical Education

In 1987, an assessment of the educational needs of the State Penitentiary concluded that, while there are several excellent education and training components in place, "there is no complete or formalized system of providing validated credit to the inmates for skills learned."

RECOMMENDATION: The state of North Dakota should consider developing a comprehensive education and training delivery system at the State Penitentiary that would encompass one or more of the following components, if feasible:

R2

- Development of an individualized career/education plan for each inmate based on current and reliable assessment information.
- Expansion of educational opportunities for State Farm inmates by enrolling them in existing programs offered at area colleges, programs offered at the State Penitentiary, or on-the-job training programs in the community.
- Expansion of educational opportunities for State Penitentiary inmates by developing additional institutional-based educational offerings based on the needs of the institution and the needs of the inmates.

EXECUTIVE SUMMARY

- Expansion of educational opportunities for State Penitentiary inmates by developing apprenticeship and training programs in occupations that currently exist at the State Penitentiary or Rough Rider Industries.

Cooperation and Involvement of the Private Sector in Vocational-Technical Education

During the "Working Conference on Adult/Industry Education and Training," one of the four critical issues identified was the need to determine the education and training needs from the business perspective.

RECOMMENDATION: The state of North Dakota, through the state boards for higher education and vocational education, should consider undertaking a major initiative designed to provide the necessary preservice and inservice education to train and develop VTE and other educational personnel with leadership skills and other techniques to work more effectively with the business community. This initiative would provide North Dakota with the expertise to create greater involvement and cooperation with the private sector in making VTE become more responsive to the needs of the labor market.

R3

Overall Effects on Local JTPA/VTE Coordination

During the evaluation interviews, several JTPA and VTE personnel commented on the need to obtain current and reliable labor market and occupational supply and demand information to determine what training needs to be offered. Currently, both JTPA and the Perkins Act provide for the collection, analysis, and distribution of labor market and occupational supply and demand information.

RECOMMENDATION: The state of North Dakota should consider evaluating the effectiveness and adequacy of the various entities authorized to carry out the provisions of JTPA and the Perkins Act which call for the collection, analysis, and dissemination of labor market and occupational supply and demand information. The evaluation should also determine the utilization of this information by providers of vocational-technical education, higher education, and employment and training programs and services. Recommendations from this evaluation should focus on ways to expand these individual efforts to provide JTPA, VTE, higher education, and other service providers with current and future training and employment needs.

R4

TO THE GOVERNOR'S EMPLOYMENT AND TRAINING FORUM

Effects of JTPA/VTE Coordination on Public Education Agencies

In reviewing the data and through information gained through the evaluation interviews with VTE/JTPA personnel, the Council found excellent cooperation and collaboration between JTPA and local education agencies, particularly among those educational agencies that have representatives who serve on Regional Employment and Training Committees.

COMMENDATION: The Governor's Employment and Training Forum, Regional Employment and Training Committees, and Job Service North Dakota are to be commended for their leadership in providing VTE classroom experiences for 1713 JTPA clients within existing VTE programs during PY86 and PY87. This represents over 40 percent of all clients served under Title IIA of JTPA.

C1

Accessibility for Adults to Quality Vocational-Technical Education

Sixteen public- and private-sector organizations joined together in 1988 to plan a "Working Conference on Adult/Industry Education and Training." This conference attracted over 100 leaders from business, industry, labor, education, and government to discuss ways of expanding education and training opportunities for employed, unemployed, and underemployed workers. The conference participants identified 35 recommendations which revolve around 5 themes:

- The need for a comprehensive delivery system for adult and industry education and training.
- The need for additional funding.
- The need for greater flexibility and responsiveness of existing programming.
- The need to market existing programming and to conduct market research to determine future training needs.
- The need to establish a technical resource center to develop new curriculum for "quick-start" training.

RECOMMENDATION: The Governor's Employment and Training Forum and other public- and private-sector agencies, who have the charter and/or statutory authority for education and training should consider implementing those recommendations of the "Working Conference on Adult/Industry Education and Training" that are appropriate for their respective agencies.

R5

Accessibility for JTPA Clients with Serious Barriers to Employment

In the review of existing data, the Council determined that all clients served met the criteria established for eligibility for JTPA.

COMMENDATION: The Governor's Employment and Training Forum, Regional Employment and Training Committees, and Job Service North Dakota are to be commended for their efforts in recruiting and serving economically disadvantaged individuals and others with serious barriers to employment.

C2

Influencing Effects of JTPA Performance Standards in Serving Clients with Serious Barriers to Employment.

In the review of existing data and information gained through interviews with local, regional, and state JTPA providers, the Council concluded that the performance standards **usually** influence JTPA recruitment and enrollment practices. However, when one couples the populations that were served along with other influencing factors such as a lack of funding, poor state economy, and excellent collaboration with other "helping agencies," it was concluded that the performance standards did not impair the delivery system's ability to achieve the purpose of the act.

COMMENDATION: The Governor's Employment and Training Forum, Regional Employment and Training Committees, and Job Service North Dakota are to be commended for exceeding national performance standards, while serving economically disadvantaged individuals and others with serious barriers to employment.

C3

- RECOMMENDATION:** The Governor's Employment and Training Forum should consider creating an incentive category that would reward those regions which recruit and enroll **individuals with the most** serious barriers to employment. This would encourage JTPA providers to lessen the influencing effects of performance standards on the recruitment of individuals with serious barriers to employment.
- R6

Overall Effects of Local JTPA/VTE Coordination

During the evaluation interviews, the Council found there was no obvious duplication in programming, and there was a generally favorable consensus regarding local coordination. Individual VTE personnel serving on the Regional Employment and Training Committees responded very positively about coordination between VTE and JTPA. Those VTE personnel not serving on the Regional Employment and Training Committees were generally not aware of what was going on with JTPA and felt better lines of communication or better networking among VTE institutions within each region should be established to improve the communications regarding JTPA.

- COMMENDATION:** The Regional Employment and Training Committees, Job Service North Dakota, and local education agencies and institutions of higher education are to be commended for their efforts in working cooperatively and coordinating their respective programs and services.
- C4

- RECOMMENDATION:** The Regional Employment and Training Committees should consider establishing a formal communications network in each region, with the education representative responsible for informing all VTE institutions in the region about upcoming meetings as well as all pertinent actions taken at the meeting. This would provide all VTE institutions in each region an opportunity to input into the JTPA planning process. Institutions of higher education, serving statewide missions, should get information from all Regional Employment and Training Committees.
- R7

TO THE STATE BOARD FOR VOCATIONAL EDUCATION

Accessibility for Special Populations to Quality Vocational-Technical Education

In reviewing the data and through the information gained through the evaluation interviews, the Council found the VTE delivery system assisted by the Perkins Act is adequately serving those who in the past have had inadequate access to quality VTE, including the handicapped, disadvantaged, single parents, and incarcerated.

- COMMENDATION:** The State Board for Vocational Education and local education agencies are to be commended for their leadership in expanding the number of programs to serve the needs of handicapped students.
- C5

- COMMENDATION:** The State Board for Vocational Education and local education agencies are to be commended for their leadership in expanding the number of programs to serve the needs of disadvantaged students, particularly the expansion of remedial programming for disadvantaged youth in cooperation with the JTPA Summer Youth Program.
- C6

EXECUTIVE SUMMARY

- COMMENDATION:** The State Board for Vocational Education is to be commended for their leadership in expanding the use of federal funds to provide for the personnel, programming, and curriculum to meet the short-term training needs of adults.
- C7
- COMMENDATION:** The State Board for Vocational Education and local education agency providers are to be commended for their leadership in providing education and training programs and services to single parents who are in need of training to enter the labor market. These agencies are to be commended for their cooperation with other service providers to avoid duplication and maximize limited resources in serving single parents.
- C8
- COMMENDATION:** The State Board for Vocational Education and local education agency providers are to be commended for their leadership in expanding the use of sex equity funds for single-parent support programs and services for students in high school.
- C9
- COMMENDATION:** The State Board for Vocational Education and the State Penitentiary are to be commended for their leadership and commitment to the education and training programs for the inmates by conducting a study on the needs of the State Penitentiary and for the implementation of two programs and services to meet the needs of the inmates.
- C10

Accessibility for Adults to Quality Vocational-Technical Education

Sixteen public- and private-sector organizations joined together in 1988 to plan a "Working Conference on Adult/Industry Education and Training." This conference attracted over 100 leaders from business, industry, labor, education, and government to discuss ways of expanding education and training opportunities for employed, unemployed, and underemployed workers. The conference participants identified 35 recommendations which revolve around 5 themes:

- The need for a comprehensive delivery system for adult and industry education and training.
- The need for additional funding.
- The need for greater flexibility and responsiveness of existing programming.
- The need to market existing programming and to conduct market research to determine future training needs.
- The need to establish a technical resource center to develop new curriculum for "quick-start" training.

- RECOMMENDATION:** The State Board for Vocational Education and other public- and private-sector agencies, who have the charter and/or statutory authority for education and training, should consider implementing those recommendations of the "Working Conference on Adult/Industry Education and Training" that are appropriate for their respective agencies.
- R5

Accessibility for Women to Quality Vocational-Technical Education

In a recent study of students who completed a VTE program with an occupational intent in 1984, the Council found that a majority of the females were enrolled in traditionally female-oriented programs (business and health) and the males were enrolled in traditionally male-oriented programs (agriculture and trades). As compared to males, the study found that females worked fewer hours per week and started at lower salaries. The starting wage of the females was approximately three-fourths the wage rate of males. Over the course of four years, the female wage rate grew less than the male wage rate. Present wages for females range 63 percent to 70 percent of the present wage for males. The study also found that males became self-employed two to five times more often than females.

This study showed the continued wage disparity between males and females in the workplace. Part of the problem is societal; however, part of it lies in the traditional enrollment patterns of high schools and colleges.

RECOMMENDATION: The State Board for Vocational Education should consider intensifying its efforts to work cooperatively with other public- and private-sector organizations, including community based organizations, to expand nontraditional education and training programs and services. This effort should be designed to eliminate the long-term effects of sex bias and sex-role stereotyping in educational recruiting and enrollment practices.

R8

RECOMMENDATION: The State Board for Vocational Education should consider conducting annual or biennial long-term follow-up studies of former students enrolled in vocational education. Particular attention should be placed on determining recruitment and enrollment practices that would encourage females to enroll in nontraditional academic programming that is combined with vocational course work, with expanded emphasis on basic skills and technical principles.

R9.

Overall Effects of JTPA/VTE Coordination

During the evaluation interviews, the Council determined that JTPA providers were very positive about their relationships with VTE, in general. However, few had an opportunity to input into or were aware of the planning of upcoming Perkins-funded activities.

RECOMMENDATION: The State Board for Vocational Education should consider sending information on upcoming Perkins-funded activities and periodic updates of full-time and part-time program offerings to the Governor's Employment and Training Forum staff for informational purposes. The Forum staff should then consider sharing this information with Regional Employment and Training Committees and local Job Service offices. This would provide JTPA service providers with information on future VTE programs and services in which JTPA clients may wish to participate.

R10

PART TWO

The Carl D. Perkins Vocational Education Act of 1984

The Perkins Act is a significant piece of federal legislation, which provides funds for vocational-technical education (VTE). The intent of the act is to strengthen and expand the economic base of the nation, develop human resources, reduce structural unemployment, increase productivity, and strengthen the nation's defense capabilities by assisting the states to expand, improve, and update high-quality programs of VTE.

This evaluation centers on the following two major purposes of the act:

- To assure access of inadequately served individuals to quality vocational education programs.
- To promote greater public agency/private sector cooperation in making vocational education more responsive to the labor market.

This phase of the evaluation is to determine the effectiveness and adequacy of the vocational education delivery system assisted by the Perkins Act in carrying out these two purposes of the Perkins Act. This review is for fiscal years July 1, 1986, through June 30, 1988 (FY1987-FY1988).

This part of the report addresses these two purposes of the act, including:

- Accessibility for special populations to quality VTE for the
 - Handicapped
 - Disadvantaged
 - Adults
 - Single Parents/Homemakers
 - Elimination of Sex-Role Stereotyping
 - Incarcerated
- Set-asides for special populations.
- Funding formula for disadvantaged and handicapped programs.
- Cooperation and involvement of the private sector in VTE.

ACCESSIBILITY FOR SPECIAL POPULATIONS TO QUALITY VOCATIONAL-TECHNICAL EDUCATION

The single most significant thrust of the Perkins Act is the Vocational Education Opportunity Program. Known as Title IIA, the program represents 57 percent of the basic grant. The purpose of this program is to provide funds to assist states to assure that individuals who are inadequately served under VTE are provided access to quality vocational-technical education programs.

The Perkins Act requires that states reserve a percentage of their basic grant for programs, services, and activities designed to assist six specific targeted populations: handicapped, disadvantaged, adults, single parents/homemakers, elimination of sex-role stereotyping, and criminal offenders.

This phase of the evaluation is to determine the extent to which individuals, who have traditionally been inadequately served, have access to quality vocational-technical education. Information was obtained by reviewing existing data and through interviews with local and state VTE personnel who work with special populations.

HANDICAPPED — The Perkins Act provided 10 percent of the basic grant for VTE programs, services, and activities for individuals identified as handicapped. These funds are designed to provide supplemental or additional staff, equipment, materials, and services that are not provided to other individuals and are essential for handicapped individuals to participate in VTE programs.

The Perkins Act requires the state to distribute funds to schools on a specified formula basis. Simply put, every school is eligible for funds based on a proportion of the number of handicapped students in the school as compared to the number of handicapped students in the state. In order for schools and institutions to receive the funding based on their allocation, they were required to make application for specific vocational support programs and services for handicapped students. If schools or institutions elected not to apply for these funds, new allocations were made based on those who had made application.

The State Board developed allocation tables based on the required formula for distribution of handicapped funds. Letters were sent to all schools and institutions, explaining their eligibility for these funds and the process to be followed to apply for and receive funds to provide support services. "Program Standards for Vocational Special Needs" was sent to schools and institutions to assist them in planning, implementing, and evaluating vocational support services for the handicapped.

In FY87, 38 programs at 23 secondary schools and 4 institutions of higher education were funded. This compares to 26 schools and institutions receiving handicapped funds during FY86. According to State Board enrollment reports, 800 secondary and postsecondary handicapped students were served, which represents 21-percent decrease from FY86. The primary reason for the decrease was because the Perkins Act no longer allowed the funding of special vocational education programs for handicapped students.

In FY88, 40 programs at 35 secondary schools and 5 institutions of higher education were funded. This compares to 38 schools and institutions receiving handicapped funds during FY87. This represents a 41-percent increase in the number of schools providing special support services to handicapped students over FY87. According to State Board enrollment reports, 657 secondary and postsecondary handicapped students were served, which represents an 18-percent decrease from FY87. Table 1 shows the extent to which VTE system components were supported by these handicapped funds.

Table 1

VTE System Components Supported by Title IIA Handicapped Funds

A = Always	U = Usually	O = Occasionally	N = Never	
Instructional Personnel	[A]	U	O	N
Equipment	A	[U]	O	N
Transportation	A	U	O	[N]
Child Care	A	U	O	[N]
Facilities	A	U	O	[N]
Programming	A	U	[O]	N
Curriculum (Modifying)	A	[U]	O	N
Counseling	[A]	U	O	N
Employment Placement	A	U	[O]	N
Coordination	[A]	U	O	N
Other — Inservice for Staff	A	U	[O]	N
Tutoring	[A]	U	O	N

COMMENDATION: The State Board for Vocational Education and local education agencies are to be commended for their leadership in expanding the number of programs to serve the needs of handicapped students.

C5

DISADVANTAGED — The Perkins Act provided 22 percent of the basic grant for vocational-technical programs, services, and activities for individuals identified as disadvantaged. These funds are designed to provide supplemental or additional staff, equipment, materials, and services that are not provided to other individuals and are essential for disadvantaged individuals to participate in VTE programs.

Like the handicapped funds, the Perkins Act requires the state to distribute disadvantaged funds to schools on a specified formula basis. Simply put, every school is eligible for funds based on a proportion of the number of disadvantaged students in the school as compared to the number of disadvantaged students in the state. In order for schools and institutions to receive the funding based on their allocation, they were required to make application for specific vocational support programs and services for disadvantaged students. If schools or institutions elected not to apply for these funds, new allocations were made based on those who made application.

The State Board developed allocation tables based on the required formula for distribution of disadvantaged funds. They sent letters to all schools and institutions, explaining their eligibility for these funds and the process to be followed to apply for and receive funds to provide support services. "Program Standards for Vocational Special Needs" was sent to schools and institutions to assist them in planning, implementing, and evaluating vocational support services for the disadvantaged.

In FY87, 43 programs at 21 secondary schools and 6 institutions of higher education were funded. This compares to 28 schools and institutions receiving disadvantaged funds during FY86. According to the State Board enrollment reports, 2251 secondary and postsecondary disadvantaged students were served, which represents a 33-percent decrease from FY86. This decrease is a result of the change in reporting procedures, which required an unduplicated count of students served in special support services. Thirty-six individual program improvement grants were funded to provide vocational special needs personnel with an opportunity for professional development.

In FY88, 60 programs were funded at 50 secondary schools and 10 institutions of higher education. This compares to 27 schools and institutions receiving disadvantaged funds during FY87. This represents a 222-percent increase in the number of schools providing special support services to disadvantaged students over FY87. This increase is a result of the expansion of disadvantaged programming in cooperation with the JTPA Summer Youth Program. According to State Board enrollment reports, 2365 disadvantaged students were served, which represents a 5-percent increase over FY87.

Table 2 shows the extent to which VTE system components were supported by these disadvantaged funds.

Table 2					
VTE System Components Supported by Title IIA Disadvantaged Funds					
A = Always	U = Usually	O = Occasionally	N = Never		
	Instructional Personnel	[A]	U	O	N
	Equipment	A	[U]	O	N
	Transportation	A	U	O	[N]
	Child Care	A	U	O	[N]
	Facilities	A	U	O	[N]
	Programming	A	U	[O]	N
	Curriculum (Modifying)	A	[U]	O	N
	Counseling	[A]	U	O	N
	Employment Placement	A	U	[O]	N
	Coordination	A	[U]	O	N
	Other — Inservice for Staff	A	[U]	O	N
	Tutoring	[A]	U	O	N

COMMENDATION: The State Board for Vocational Education and local education agencies are to be commended for their leadership in expanding the number of programs to serve the needs of disadvantaged students, particularly the expansion of remedial programming for disadvantaged youth in cooperation with the JTPA Summer Youth Program.

C6

SET-ASIDES FOR SPECIAL POPULATIONS

In reviewing the extent to which set-asides have affected services to special populations, it was determined that these set-asides had a **strongly positive effect**. Currently, there is no state appropriated vocational education funding dedicated to serving the special needs of the handicapped, disadvantaged, single parents, incarcerated, or sex equity. The total programming for these services is directed by the set-asides of the Perkins Act.

FUNDING FORMULA FOR DISADVANTAGED AND HANDICAPPED PROGRAMS

In reviewing the extent to which the funding formula, required by the Perkins Act, has affected the state's ability to serve the needs of the disadvantaged and handicapped, it was determined that the funding formula had a **slightly positive effect**. The vast majority of schools who were eligible for funds, as a result of the funding formula, did not apply for their allotment. Matching requirements,

excess costs requirements, and a poor state economy were reasons given why most schools did not apply for the funds that were allocated through the funding formula. As a result of so many schools turning down their allocation, the large school districts are getting as much or more disadvantaged and handicapped funds as they received through the previous legislation.

ADULTS are identified in the Perkins Act as a special targeted group to be served by vocational-technical education (particularly dislocated workers, displaced homemakers, older workers, and high school dropouts). To assist in meeting the unique needs of these adults, the act set aside 12.5 percent of the basic grant to provide, improve, and expand adult and postsecondary vocational-technical education services and activities to train and retrain adults. The Perkins Act outlines six areas for which a state may use these funds, including:

- Services and activities developed in coordination with the state agency administering Title III (Dislocated Worker Program) of the JTPA.
- Additional training under Title III of the JTPA.
- Vocational-technical education programs for training or retraining adults, including programs for older individuals and displaced homemakers.
- Services for adults in other vocational-technical education programs, including the costs of instruction and the costs of keeping school facilities open longer.
- Individuals who have completed or left high school and who are enrolled in organized programs of study for which credit is given toward an associate or other degree, but which are not designed as baccalaureate or higher degree programs.
- Individuals who have already entered the labor market or have completed or left high school and who are not described above.

The Perkins Act provides the state with discretionary authority to select from among these six areas and to fund programs and services in any one or all of the six areas in order to address the unique needs of the state.

In FY87, adult funds were used to provide for 17 postsecondary VTE programs and 1 full-time adult VTE program at 6 institutions. These funds were used to provide for the cost of instruction, including personnel, programming, curriculum, equipment, travel, and supplies. This is fewer than the 23 programs that were funded in FY86.

In FY88, the State Board expanded the use of Perkins funds to provide short-term adult programs. In all, these funds provided for 10 full-time, 16 postsecondary, and over 125 part-time adult programs. The majority of this funding provided the cost of instruction, including personnel, programming, curriculum, equipment, travel, and supplies.

Table 3 shows the extent to which VTE system components were supported by these special adult funds.

Table 3				
VTE System Components Supported by Title IIA Adult Funds				
A = Always	U = Usually	O = Occasionally	N = Never	
Instructional Personnel	[A]	U	O	N
Equipment	A	U	[O]	N
Transportation	A	U	O	[N]
Child Care	A	U	O	[N]
Facilities	A	U	O	[N]
Programming	[A]	U	O	N
Curriculum	[A]	U	O	N
Counseling	A	U	O	[N]
Employment Placement	A	U	[O]	N
Coordination	A	U	[O]	N
Other	A	U	O	N

COMMENDATION: The State Board for Vocational Education is to be commended for their leadership in expanding the use of federal funds to provide for the personnel, programming, and curriculum to meet the short-term training needs of adults.

C7

In its 1987 evaluation, the Council recommended:

The state of North Dakota should intensify its efforts to bring the appropriate agencies and institutions together to discuss ways for improving the delivery of vocational-technical education and employment and training programs and services for adults — particularly displaced workers, single parents, older workers, and other "at-risk" adults.

As a result of this recommendation, the Council, along with 16 public- and private-sector organizations, conducted a "Working Conference on Adult/Industry Education and Training." Over 100 leaders from business, labor, education, and government attended the conference. The conference was designed to accomplish the following objectives:

- To identify and prioritize the major issues relating to the reeducation and training needs of adults.
- To develop recommendations, relating to policies and initiatives, that would expand the state's ability to work with the private sector to meet the education and training needs of adults and the business community.

In all, 25 major issues were identified, 4 of which were established as the major conference priorities for adult and industry education and training. These four include:

- The need for expanded leadership, planning, and a vision for adult and industry education and training.
- The need for additional funding.
- The need for more flexible education programs and services.
- The need to determine the adult and industry education and training needs from the business perspective.

In exploring ways of addressing these priorities, the conference participants identified 35 recommendations, which centered around 5 broad themes. The following is a summarization of these themes:

- The state should develop a comprehensive delivery system for adult and industry education and training. Leadership and planning should be assigned to one educational agency and include the following components:
 - Career assessment
 - Literacy training
 - Employability development
 - Initial job training
 - Job retraining
 - Occupational or technical upgrading for existing workers
 - Customized training for new and expanding businesses
 - Job recruitment and placement

The system should be coordinated through area service centers and use existing programs and services in public schools, area vocational centers, higher education, adult learning centers, Job Service, and Human Services.

- The state should allocate additional funding for adult and industry education and training. Funding should be appropriated to one educational agency and be targeted for short-term programs and services, such as career assessment, workplace literacy, job retraining, occupational upgrading, and customized training. Incentives should be provided for business, industry, and labor linkages with adult and industry education and training and for increased coordination between and among all service providers.
- The state should expand its present education and training programs to become more flexible and responsive to the needs of employed and unemployed workers. Programs and services should become open entry/open exit, so individuals can start a program when they are ready. The instruction should be competency based, to allow each individual to master the skills and knowledge of the particular trade, and these competencies should be listed on a certificate of completion. The program should be self-paced, so students can progress through the curriculum at their own rate and exit the program when they have completed the instruction they need. Programs should be open evenings, weekends, and year around.

- The state should intensify its efforts to market existing programs and services and to conduct market research, through the use of employer groups, to determine current and future needs from the business perspective. A third-party evaluation should be conducted on current education and training programs to find the extent to which they are meeting the needs of the business community. Programs not meeting current needs should be closed.
- The state should develop a statewide technical resource center to develop new curriculum for "quick-start" training programs and to help schools and institutions convert their programs to open entry/open exit, competency based, individualized instruction. The center should aid schools and institutions in writing grants for expanded adult and industry education and training.

The implementation of these recommendations can be broken into three distinct categories:

- Those that can be implemented through policy changes by individual agencies.
- Those that can be implemented through cooperative agreement among several agencies.
- Those that need to be addressed by the state legislature to provide the necessary authority and funding to adequately carry them out.

Some of the recommendations can, therefore, be implemented immediately; others may take a year or two; and still others may take five to ten years, or even longer, to accomplish.

RECOMMENDATION: The Governor's Employment and Training Forum, State Board for Vocational Education, and other public- and private-sector agencies, who have the charter and/or statutory authority for education and training, should consider implementing those recommendations of the "Working Conference on Adult/Industry Education and Training" that are appropriate for their respective agencies.

R5

RECOMMENDATION: The state of North Dakota should study the feasibility and desirability of developing a comprehensive, statewide delivery system for adult vocational-technical education and industry training. This study should utilize the expertise of leaders from business, labor, education, and government and should consider the recommendations of the "Working Conference on Adult/Industry Education and Training."

R1

SINGLE PARENTS/HOMEMAKERS are identified as a special targeted group to be served by vocational-technical education.

The act provides 8.5 percent of the basic grant to be used to serve individuals who are single parents or homemakers. No local match is required for single-parent/homemaker projects. The types of programs, services, and activities include:

- Provide, subsidize, reimburse, or pay for vocational-technical education and training activities, including basic literacy instruction and necessary educational materials, that will give single parents or homemakers marketable skills.

- Make subgrants to eligible recipients for expanding vocational-technical education services where this expansion directly increases the eligible recipients' capacity for providing single parents or homemakers with marketable skills.
- Make subgrants to community based organizations for the provision of vocational-technical education services to single parents or homemakers, if the state determines that a community based organization has demonstrated effectiveness in providing comparable or related services to single parents or homemakers, taking into account the demonstrated performance of such an organization in terms of the cost and quality of its training and the characteristics of the participants.
- Make vocational-technical education and training programs more accessible to single parents or homemakers by assisting them with child care or transportation services or by organizing and scheduling programs so that they are more accessible.
- Provide information to single parents and homemakers to inform them of vocational-technical education programs and related support services.

In 1987, a 25-member Assessment Task Force was formed to discuss the needs of single parents/homemakers and make recommendations for the expenditure of these funds. Along with recommending that the State Board be committed to serving women and girls through vocational-technical education programs, the task force recommended four components to be considered as a part of single-parent/homemaker projects. They are:

- That targeted populations must maintain a home and fulfill family expectations with no spouse present. Therefore, family living, parenting, and consumer homemaking skills must be a component of every occupational training program funded by the State Board.
- That support services of transportation and dependent-care services be included in all programs for single parents/homemakers.
- That guidance and counseling services be a component of all programs serving single parents/homemakers.
- That development and implementation of programs and processes for single parents/homemakers will allow them to provide for their families without public assistance upon completion of the program.

In FY87 and FY88, requests for proposals were developed in accordance with these recommendations and issued to schools, institutions, and community based organizations throughout North Dakota. The major intent of these programs was to carry out the foregoing recommendations with the goal of preparing the individual client with the occupational skills necessary for successful entrance into the labor market.

In FY87, 11 single-parent programs were funded, all 11 as full-time adult programs. In FY88, 1 additional program was added to the 11 offered in FY87.

Table 4 shows the extent to which VTE system components were supported by these special single-parent funds.

Table 4				
VTE System Components Supported by Title IIA Single-Parents Funds				
A = Always	U = Usually	O = Occasionally	N = Never	
Instructional Personnel	[A]	U	O	N
Equipment	A	U	[O]	N
Transportation	[A]	U	O	N
Child Care	[A]	U	O	N
Facilities	A	U	O	[N]
Programming	A	[U]	O	N
Curriculum	A	[U]	O	N
Counseling	[A]	U	O	N
Employment Placement	A	U	[O]	N
Coordination	[A]	U	O	N
Other — Program Operation	A	U	[O]	N

Table 5 shows the total number of individuals served, along with the types of services they received for FY88.

Table 5	
Single-Parents Programs	
	FY88
Total Number Served	469
Number of Individuals Receiving	
Career Assessment	313
Job Development and Placement	173
Career Guidance and Counseling	425
Tuition for Education	209
Transportation Services	182
Child Care Services	181
Classroom Supplies, Books and Fees	519

The State Board accepted the Council's 1987 recommendation to expand the proposal review team to include representation from other agencies who offer similar programs and services to single parents and displaced homemakers.

In reviewing several of these single-parent programs, it was determined that most are meeting with a high degree of success. Many of the programs have integrated their services along with other service providers to avoid duplication and maximize their limited resources.

COMMENDATION: The State Board for Vocational Education and local education agency providers are to be commended for their leadership in providing education and training programs and services to single parents who are in need of training to enter the labor market. These agencies are to be commended for their cooperation with other service providers to avoid duplication and maximize limited resources in serving single parents.

C8

ELIMINATION OF SEX-ROLE STEREOTYPING remains a major concern at the federal level. The Perkins Act provides 3.5 percent of the basic grant to be used for specific programs and services. These are:

- Programs, services, and activities to eliminate sex bias and sex-role stereotyping in secondary and postsecondary vocational-technical education programs.
- Vocational-technical education programs, services, and activities for girls and women ages 14 through 25, designed to enable the participants to support themselves and their families.
- Support services for individuals participating in vocational-technical education programs, services, and activities described above, including dependent-care services and transportation.

The Perkins Act also waives the foregoing age limitations if the state determines it essential to eliminating sex-role stereotyping.

In FY87, the State Board for Vocational Education funded eight sex-equity programs — six secondary, one adult, and one postsecondary. The major intent of these programs was:

- To provide single-parent support programs and services to students in high school.
- To make students aware of nontraditional programming.
- To provide technical assistance and inservice to teachers, administrators, and counselors.

The funds were used to provide primarily for personnel and program support including tuition, fees and books, transportation, and child care. Funds were also used for program operation.

In FY88, nine sex-equity programs were funded — seven secondary, one adult, and one postsecondary. The intent of these programs and use of funds were similar to those funded in FY87. These programs served 382 individuals.

Table 6 shows the extent to which VTE system components were supported by these special funds designed for the elimination of sex bias and sex-role stereotyping.

Table 6				
VTE System Components Supported by Title IIA Sex Equity Funds				
A = Always	U = Usually	O = Occasionally	N = Never	
Instructional Personnel	[A]	U	O	N
Equipment	A	U	[O]	N
Transportation	[A]	U	O	N
Child Care	[A]	U	O	N
Facilities	A	U	O	[N]
Programming	A	[U]	O	N
Curriculum	A	[U]	O	N
Counseling	[A]	U	O	N
Employment Placement	A	U	[O]	N
Coordination	[A]	U	O	N
Other — Program Operation	A	U	[O]	N

COMMENDATION: The State Board for Vocational Education and local education agency providers are to be commended for their leadership in expanding the use of sex equity funds for single-parent support programs and services for students in high school.

C9

In addition to these projects, the State Board provided for a full-time "sex-equity coordinator" to provide technical assistance to schools and institutions to overcome sex bias and sex-role stereotyping in recruitment and placement. The sex-equity coordinator is responsible for:

- Gathering, analyzing, and disseminating data on the effectiveness of vocational-technical education in meeting the education and employment needs of women and the status of men and women students and employees in vocational-technical education.
- Reviewing vocational programs which tend to inhibit the entry of women into high-technology occupations and recommending programs and policies to overcome sex bias and sex-role stereotyping.
- Submitting an assessment of the state's progress in meeting the purposes of the act.
- Reviewing grants, contracts, and policies of the State Board to ensure that the needs of women are addressed.
- Recommending programs of information and outreach for women.
- Providing technical assistance throughout the state.

- Assisting the vocational-technical education delivery system to increase access for women and increasing male and female student enrollment in nontraditional occupations.

In a recent study of students who completed a VTE program with an occupational intent in 1984, the Council found that a majority of the females were enrolled in traditionally female-oriented programs (business and health) and the males were enrolled in traditionally male-oriented programs (agriculture and trades). As compared to males, the study found that females worked fewer hours per week and started at lower salaries. The starting wage of the females was approximately three-fourths the wage rate of males. Over the course of four years, the female wage rate grew less than the male wage rate. Present wages for females range 63 percent to 70 percent of the present wage for males. The study also found that males become self-employed two to five times more often than females.

This study showed the continued wage disparity between males and females in the workplace. Part of the problem is societal; however, part of it lies in the traditional enrollment patterns of our high schools and colleges.

RECOMMENDATION: The State Board for Vocational Education should consider intensifying its efforts to work cooperatively with other public- and private-sector organizations, including community based organizations, to expand nontraditional education and training programs and services. This effort should be designed to eliminate the long-term effects of sex bias and sex-role stereotyping in educational recruitment and enrollment practices.

R8

RECOMMENDATION: The State Board for Vocational Education should consider conducting annual or biennial long-term follow-up studies of former students enrolled in vocational education. Particular attention should be placed on determining recruitment and enrollment practices that would encourage females to enroll in nontraditional academic programming that is combined with vocational course work, with expanded emphasis on basic skills and technical principles.

R9

INCARCERATED, which was once considered a category within the disadvantaged set-asides for vocational-technical education, has been designated as a special targeted group by the Perkins Act. The Perkins Act provided 1 percent of the basic grant to be used to serve criminal offenders who are incarcerated in a correctional institution.

These funds are to be used to provide vocational-technical education services and activities designed to meet the special needs of criminal offenders and to also enhance their participation in vocational-technical education. These funds provided three vocational education program offerings at the State Farm and one at the State Penitentiary.

Table 7 shows the extent to which VTE system components were supported by these special incarcerated funds.

Table 7				
VTE System Components Supported by Title IIA Incarcerated Funds				
A = Always	U = Usually	O = Occasionally	N = Never	
Instructional Personnel	[A]	U	O	N
Equipment	A	U	[O]	N
Transportation	A	U	O	[N]
Child Care	A	U	O	[N]
Facilities	A	U	O	[N]
Programming	[A]	U	O	N
Curriculum	[A]	U	O	N
Counseling	A	U	O	[N]
Employment Placement	A	U	O	[N]
Coordination	A	U	[O]	N
Other	A	U	O	N

In its 1987 evaluation, the Council recommended:

The state of North Dakota should conduct an assessment of the overall education and training needs of the inmates at the State Penitentiary and State Farm. The results of this assessment should lead to a comprehensive program planned and implemented in collaboration with other agencies to meet the unique education and training needs of the incarcerated.

As a result of this recommendation, the State Board for Vocational Education undertook a study to assess the educational training needs of inmates and recommended a comprehensive education program for inmates. The study included an analysis and discussion of the following components:

- Formal Vocational Education
- Supportive Educational Programs
- On-the-Job Training (OJT)/Apprenticeship
- Cooperative Education Work Experience Programs
- Career/Life Preparation Education
- Safety Education
- Drivers Education
- Certificates of Completion
- Educational Facilities
- Advisory Committees
- Vocational Administration
- Vocational Guidance
- Inservice Instructor Training
- Vocational Student Career Assessments

- Coordination with Other Agencies, Organized Labor, etc.
- Program Evaluations
- Program Planning
- Budgeting

The study has resulted in the development of a vocational counseling program and a vocational office education program for male and female inmates.

COMMENDATION: The State Board for Vocational Education and the State Penitentiary are to be commended for their leadership and commitment to the education and training programs for the inmates by conducting a study on the needs of the State Penitentiary and for the implementation of two programs and services to meet the needs of the inmates.

C10

The study concluded, while there are several excellent education and training components in place at the State Penitentiary, "there is no complete or formalized system of providing validated credit to the inmates for skills learned."

RECOMMENDATION: The state of North Dakota should consider developing a comprehensive education and training delivery system at the State Penitentiary that would encompass one or more of the following components, if feasible:

R2

- Development of an individualized career/education plan for each inmate based on current and reliable assessment information.
- Expansion of educational opportunities for State Farm inmates by enrolling them in existing programs offered at area colleges, programs offered at the State Penitentiary, or on-the-job training programs in the community.
- Expansion of educational opportunities for State Penitentiary inmates by developing additional institutional-based educational offerings based on the needs of the institution and the needs of the inmates.
- Expansion of educational opportunities for State Penitentiary inmates by developing apprenticeship and training programs in occupations that currently exist at the State Penitentiary or Rough Rider Industries.

COOPERATION AND INVOLVEMENT OF THE PRIVATE SECTOR IN VOCATIONAL-TECHNICAL EDUCATION

One of the major purposes of the Perkins Act is for states to promote greater cooperation between public agencies and the private sector:

- In preparing individuals for employment.
- In promoting the quality of VTE in the state.
- In making the vocational system more responsive to the labor market in the state.

The Perkins Act provides no set-aside funding but, rather, intends the states use funds in the various programs to address this purpose.

This phase of the evaluation is:

- To determine the extent to which vocational education has involved the private sector in making VTE more responsive to the labor market.
- To identify barriers to greater private-sector involvement.

Information was obtained through interviews with local and state administrators involved with VTE. This review is designed to determine whether various partnerships have been formed and utilized in planning, delivery of programs, assessment, placement, etc., and the degree to which these partnerships have contributed to the improvement of VTE.

These partnerships include those designed to involve the private sector in:

- Meeting the unique needs of VTE.
- Meeting specific workplace requirements.
- Addressing statewide education and training needs.
- Addressing the unique needs of targeted populations.
- State technical committees.
- Local advisory committees.
- Business foundations or other equipment or fund-raising activities.

The following information was gathered to determine the extent to which these partnerships are utilized:

Meeting the Unique Needs of Vocational Education — The majority of those interviewed indicated that the private sector was utilized in meeting the unique needs of vocational education. However, the degree of contribution ranged from very little to moderate. Examples included vocational student organization activities, work experience programs, community resources, etc.

Meeting Specific Workplace Requirements — About half of those interviewed indicated that they cooperated with the private sector in meeting specific workplace requirements. Most have recently been involved with the building trades program funded by JTPA. While this involvement has been limited, the contributions from the private sector were significant.

Other examples included work with the insurance industry, clerical updating, and entrepreneurship courses. Three major efforts were initiated at the state level, in cooperation with several agencies, to provide customized training to new and expanding companies. These include Killdeer Mountain Manufacturing, Turtle Mountain Manufacturing, and the Hill Top Home of Comfort.

Addressing the Unique Needs of Targeted Populations — Nearly all of those interviewed indicated the private sector is generally not utilized to meet the unique needs of targeted populations, other than through advisory committees. One administrator indicated there was assistance from the private sector in providing shelter for single parents. A major initiative currently being undertaken at the state level is the work being done by Marketing Education, the Small Business Administration, and the State Chamber of Commerce to provide small business management and entrepreneurial training for veterans. While these examples are limited, contributions from the private sector are very significant.

Local Advisory Committees — Everyone interviewed indicated that the private sector is utilized through local advisory committees. Their degree of contribution ranged from moderate to significant. Curriculum seems to be the area that is of major concern to these committees. In new programs such as single parents, adjudicated youth, etc., the contribution is significant, with the comment that "Without their assistance, the program would have never gotten off the ground." Some advisory committees that have been in place for a number of years were said to have become routine and teachers somewhat complacent.

State Technical Committees — During FY87, the Competency Based Management Team, which oversees the work of the state technical committees, identified and approved five occupational areas to be validated. These included home health aide, agricultural sales, diesel technician, medical secretary, and legal secretary. In addition, a committee was organized to develop a task list for employability and career skills. In FY88, two areas were addressed — small grain producer and legal assistant. These committees were made up of employers and employees within the particular occupational area that was being validated. Their contribution was significant.

Meeting Statewide Education and Training Needs — Only a couple of local administrators who were interviewed are involved with new initiatives designed to meet statewide needs. The needs were generated from the industries themselves, including the law enforcement program, legal assistant program, and simulator technician program. In all cases, the degree of contribution from the private sector was significant. Several statewide initiatives were undertaken at the state level. These include:

- Vocational Agriculture and bankers worked to expand the use of a Computerized Farm Financial Planning and Analysis Package. Bankers sponsored teachers to be trained who, in turn, trained area farmers and bankers.
- Vocational Agriculture worked with the American Soil Conservation Service to develop a two-year curriculum to train soil specialists to conduct soil mapping and to help farmers develop soil conservation plans.
- Marketing Education is currently working with the Small Business Administration and two private-sector corporations on a project to provide businesses located in rural communities with short-term training on computers and telecommunications services.

Business Foundation or Other Equipment/Fund-raising Activities — A statewide effort known as the "Business Education Partnership" was formed through the cooperative efforts of the State Board for Vocational Education and the Greater North Dakota Association. This program promotes the donation of equipment from corporations from throughout the region. The equipment is stored in a central location and distributed through a catalog on a first-come, first-served basis. All of the administrators interviewed indicated that, while they receive equipment donations, it does not occur on an organized basis. With the economy being on a downswing, fewer donations are being made. Everyone indicated that, while these contributions are limited, their degree of contribution ranges from moderate to significant.

BARRIERS TO PRIVATE-SECTOR INVOLVEMENT

In identifying barriers to private-sector involvement, those interviewed expressed the following concerns:

- Educators can't talk their language.
- There is a lack of personnel — most administrators are wearing several hats.
- Educators work on different schedules. Businesses are open nights, weekends, and year around.
- School districts do not have the mechanism for responding as fast as the businesses would want them to.
- Most of the vocational education classes are full.
- Education funding does not provide enough money.
- There is not enough time for educators to work with business.
- There is no organization; it's hard to get to them.
- Educators can't clearly identify what they want.
- Not knowing how to approach business on their training needs.
- Business people are too busy.
- Business people's lack of awareness of what VTE can do.
- Poor communication.
- We are not an industrial state.
- The economy is down.
- There is a need for some educators to devote 50 percent of their time to working with the business community.

Given this information, there seems to be a need for a concerted effort to equip local and state vocational education personnel with the skills and knowledge that would enable them to expand their efforts in working with the private sector.

RECOMMENDATION: The state of North Dakota, through the state boards for higher education and vocational education, should consider undertaking a major initiative designed to provide the necessary preservice and inservice education to train and develop VTE and other educational personnel with leadership skills and other techniques to work more effectively with the business community. This initiative would provide North Dakota with the expertise to create greater involvement and cooperation with the private sector in making VTE become more responsive to the needs of the labor market.

R3

PART THREE

The Job Training Partnership Act of 1982

The Job Training Partnership Act, a successor to the Comprehensive Employment and Training Act (CETA), is a second major effort to provide federal funds for employment and training and vocational-technical education. This act has two major purposes. They are:

- To establish programs to prepare youth and unskilled adults for entry into the labor force.
- To afford job training to those economically disadvantaged individuals and other individuals facing serious barriers to employment who are in special need of such training to obtain productive employment.

This phase of the evaluation is to determine the effectiveness and adequacy of the delivery system assisted by the Job Training Partnership Act (JTPA) in carrying out the purposes of the act. This review is for the program years July 1, 1986, to June 30, 1987 (PY1986) and July 1, 1987, to June 30, 1988 (PY1987).

To accomplish these purposes, North Dakota receives JTPA dollars granted to the Governor and overseen by the Governor's Employment and Training Forum, which serves as both the Private Industry Council and the State Job Training Coordinating Council. Job Service North Dakota was selected as the grant recipient and administrative entity for Job Training for the Disadvantaged (Title IIA), Summer Youth Programs (Title IIB), and Special Programs for Dislocated Workers (Title III).

This phase of the evaluation is to evaluate:

- The extent to which populations with serious barriers to employment were given an opportunity to enroll in JTPA programs and services.
- The extent to which performance standards influenced recruitment and/or enrollment practices and hindered JTPA from serving the populations most at risk.

Job Training for the Disadvantaged, Title IIA, is to provide job training services for economically disadvantaged adults (21 years of age and older) and youth (14 to 21 years age). These funds, amounting to \$3,496,219 for PY86 and \$3,578,489 for PY87, were used to provide job training opportunities for 2532 people in PY86 and 2125 people in PY87. These services included:

- Tuition and training costs for vocational-technical education
- On-the-job training
- Remedial classroom instruction
- Work experience programs
- Job search assistance
- Exemplary youth programs

Tables 8 and 9 show the expenditures and the number of youth and adult clients served in each of the job training programs and services offered under Title IIA of JTPA for PY86 and PY87.

Table 8

JTPA EXPENDITURES AND NUMBER OF CLIENTS SERVED IN PY86

ACTIVITY	YOUTH		ADULT	
	Expend- itures	Number Served	Expend- itures	Number Served
Voc. Classroom Training	\$279,283	274	\$ 579,126	631
Remedial Classroom Training	20,754	57	80,496	147
On-the-Job Training	259,970	282	525,269	453
Work Experience	7,129	66	2,062	16
Job Search Assistance	3,402	44	906	99
Exemplary Youth	112,890	205	0	0
TOTAL	\$683,428	928	\$1,187,859	1346

Table 9

JTPA EXPENDITURES AND NUMBER OF CLIENTS SERVED IN PY87

ACTIVITY	YOUTH		ADULT	
	Expend- itures	Number Served	Expend- itures	Number Served
Voc. Classroom Training	\$246,606	227	\$ 500,055	580
Remedial Classroom Training	23,717	19	50,747	121
On-the-Job Training	211,245	211	415,869	403
Work Experience	9,748	51	5,210	16
Job Search Assistance	880	49	880	129
Exemplary Youth	90,939	191	0	0
TOTAL	\$583,135	748	\$ 972,761	1249

COMMENDATION:

C1

The Governor's Employment and Training Forum, Regional Employment and Training Committees, and Job Service North Dakota are to be commended for their leadership in providing VTE classroom experiences for 1713 JTPA clients within existing VTE programs during PY86 and PY87. This represents over 40 percent of all clients served under Title IIA of JTPA.

ACCESSIBILITY FOR JTPA CLIENTS WITH SERIOUS BARRIERS TO EMPLOYMENT

Of the two purposes authorized by the Job Training Partnership Act, one calls for JTPA to afford job training to those economically disadvantaged individuals and other individuals facing serious barriers to employment who are in special need of such training to obtain productive employment.

This phase of the evaluation is designed to determine the extent to which JTPA is achieving this purpose by reviewing current recruitment and enrollment practices. Information was secured through interviews of local, regional, and state personnel who work directly with JTPA.

While many of the JTPA clients are "walk-ins" and find out about JTPA through their discussions with Job Service personnel, others are sought through a variety of recruitment techniques. These include file searches, outreach services, referrals from other helping agencies, general Job Service advertisements through radio and newspapers, networking with past clients, and meetings with civic groups. Table 10 shows that for PY86 and PY87, in addition to being economically disadvantaged, JTPA clients had the following client characteristics:

Table 10

JTPA CLIENT CHARACTERISTICS

CHARACTERISTICS	PY86		PY87	
	YOUTH	ADULT	YOUTH	ADULT
GENDER				
Male	53%	56%	55%	53%
Female	47%	44%	45%	47%
AGE				
14-15	◀1%	—	—	—
16-19	49%	—	53%	—
20-21	51%	—	47%	—
22-44	—	95%	—	93%
45-54	—	5%	—	7%
55 +	—	◀1%	—	◀1%
EDUCATIONAL STATUS				
School Dropout	15%	8%	17%	9%
Student	11%	◀1%	15%	◀1%
High School Graduate	52%	62%	52%	60%
Post High School Graduate	22%	30%	16%	31%
RACE				
White	83%	89%	83%	88%
Minority	17%	11%	17%	12%
EMPLOYMENT STATUS				
Employed	15%	18%	14%	22%
Unemployed — 1 to 14 Weeks	32%	27%	26%	24%
Unemployed — 15 to 26 Weeks	27%	43%	21%	36%
Not in Labor Force	26%	12%	39%	18%
ECONOMICALLY DISADVANTAGED				
Economically Disadvantaged	99%	98%	97%	97%
5% Window	1%	2%	3%	3%
OTHER BARRIERS				
Receive Welfare	16%	22%	15%	22%
Receive SSI	1%	9%	1%	1%
Receive Food Stamps	22%	40%	22%	41%
Single Parent	11%	27%	11%	27%
Limited English Speaking Ability	◀1%	1%	—	◀1%
Veteran	2%	18%	2%	16%
Handicapped	12%	16%	13%	17%
Offender	3%	5%	10%	8%
Unemployed Comp. Claimant	5%	22%	5%	19%
Job Insurance Exhaustee	1%	7%	1%	4%

Individual clients were not tracked by measured reading level, displaced homemaker, or teenage parent. Beginning in PY88, JTPA is tracking the measured reading level for clients above and below a 7th-grade level. Most of the displaced homemakers and teenage parents are categorized as either welfare recipients or single parents.

Given discussions with JTPA providers and a review of the client characteristics listed above, it was determined that the vast majority of the clients served during PY86 and PY87 faced serious barriers to employment.

COMMENDATION: The Governor's Employment and Training Forum, Regional Employment and Training Committees, and Job Service North Dakota are to be commended for their efforts in recruiting and serving economically disadvantaged individuals and others with serious barriers to employment.

C2

INFLUENCING EFFECTS OF JTPA PERFORMANCE STANDARDS IN SERVING CLIENTS WITH SERIOUS BARRIERS TO EMPLOYMENT

While JTPA is designed "to afford job training to those economically disadvantaged individuals and other individuals facing serious barriers to employment," the act also requires specific performance standards to be achieved.

In PY86 and PY87, JTPA exceeded all seven performance standards set by the U.S. Department of Labor. Tables 11 and 12 show the performance measures, national performance standard, and state performance attained for each of these program years.

Table 11		
JTPA TITLE IIA PERFORMANCE FOR PY86		
Performance Measure	National Performance Standard	State Performance Attained
Adults		
1. Entered Employment Rate	62%	74%
2. Cost Per Entered Employment	\$4,374	\$3,411
3. Average Wage at Placement	\$4.91	\$5.20
4. Welfare Entered Employment Rate	51%	60%
Youth		
1. Entered Employment Rate	43%	66%
2. Positive Termination Rate	75%	84%
3. Cost Per Positive Termination	\$4,900	\$2,975

Table 12

JTPA TITLE IIA PERFORMANCE FOR PY87

Performance Measure	National Performance Standard	State Performance Attained
Adults		
1. Entered Employment Rate	62%	69%
2. Cost Per Entered Employment	\$4,374	\$3,054
3. Average Wage at Placement	\$4.91	\$4.98
4. Welfare Entered Employment Rate	51%	59%
Youth		
1. Entered Employment Rate	43%	60%
2. Positive Termination Rate	75%	81%
3. Cost Per Positive Termination	\$4,900	\$3,105

This phase of the evaluation is designed to determine:

- The extent to which performance standards influenced recruitment and/or enrollment practices.
- The extent to which performance standards hindered JTPA from serving the populations most at risk.

Information was gained through interviews with local, regional, and state providers of JTPA programs and services. Most of the people interviewed felt that the performance standards usually influenced the recruitment and/or enrollment practices of JTPA clients. Concerns expressed included:

- JTPA clients have to fit specific categories, thus forcing the service providers to search for clients that fit those categories.
- Service providers would take more chances if standards did not exist.
- More attention is placed on meeting performance standards in the latter part of the year, to balance out high-risk clients who may have been enrolled during the first part of the program year.
- The expectation of whether the client will be successful is usually, if not always, a consideration.
- Some standards influence enrollment practices more than others — such as percent of entered employment and starting wages.
- Mentally handicapped are nearly impossible to place in jobs with wages of over \$4.00 per hour and, to meet the standard, other clients need to start at a much higher wage.

- Because youth are harder to recruit, more emphasis has to be placed on recruiting them, in order to meet the performance standard.

While most of the sentiment expressed would indicate that the performance standards usually influence recruitment and enrollment practices, there were other and sometimes more significant influences that affected these practices.

- The lack of sufficient funding is a major influencing factor. By mid-year, several Job Service offices have met or exceeded their allotment of JTPA funds.
- The economy is a major influencing factor. When the economy is down, more people, including more at-risk clients, are looking for job training, placing pressure on JTPA service providers to maximize their resources. In addition, fewer OJT contracts are written, placing more emphasis on classroom training. This has an affect on performance standards. With an OJT contract, wage rates are established up-front. With classroom training, the wage for entered employment varies from job to job, thus making it impossible to guess what an individual client's wage will be when he or she completes the program.
- The coordination with other service providers is also an influencing factor. To help stretch their limited resources, several Job Service offices are working with other client-based services, such as single parents, displaced homemakers, Human Services, etc. Several agencies help their clients apply for other student financial aid, such as Pell Grants, Work Study, etc.
- To help accommodate the success of clients considered to be the most at risk, many are referred to adult learning centers to improve their reading, writing, and math skills to increase their chances of success as a JTPA client and in employment.

The information provided would indicate that performance standards usually influenced JTPA recruitment and enrollment practices. However, when one couples the populations that were served along with other influencing factors, it is concluded that the performance standards did not impair the delivery system's ability to achieve the purposes of the act.

COMMENDATION: The Governor's Employment and Training Forum, Regional Employment and Training Committees, and Job Service North Dakota are to be commended for exceeding the national performance standards, while serving economically disadvantaged individuals and others facing serious barriers to employment.

C3

RECOMMENDATION: The Governor's Employment and Training Forum should consider creating an incentive category that would reward those regions which recruit and enroll **individuals with the most** serious barriers to employment. This would encourage JTPA providers to lessen the influencing effects of performance standards on the recruitment of individuals with serious barriers to employment.

R6

PART FOUR

**Coordination Between Vocational-Technical Education and Job Training
Partnership Act**

With the obvious similarities that exist in job training and vocational-technical education, Congress attempted to avoid creating undue overlap between the two systems by setting specific coordination responsibilities in both acts and by providing funds through JTPA for State Education Coordination.

With JTPA being "client oriented" and vocational-technical education (VTE) being "program oriented," the two programs seem to dovetail together very well to create what appears to be harmonious relationships for clients needing employment and training. While the Council believes this is an excellent relationship that should be continued, it also believes that some barriers exist which tend to limit the effectiveness of the two systems in carrying out the purposes of the two acts.

This third and final phase of the evaluation is to determine the effectiveness and adequacy of the coordination that took place between JTPA and VTE during FY87 and FY88. Specifically, this part of the report addresses:

- The extent to which local education agencies and institutions are given an opportunity to provide JTPA programs and services.
- The extent to which coordination activities or arrangements are used to coordinate planning and reduce duplication at the local level.

EFFECTS OF JTPA/VTE COORDINATION ON PUBLIC EDUCATION DELIVERY SYSTEM

This phase of the evaluation is designed to determine the extent to which local education agencies and institutions are given an opportunity to provide JTPA programs and services.

Information was collected by reviewing performance data and interviewing local, regional, and state personnel working with JTPA and VTE.

The vast majority of Title IIA funds are used to "slot" clients into existing training programs. Funds were used to provide the direct cost of training, either through reimbursing employers for on-the-job training or paying tuition, fees, books, and other training costs for clients to enroll in formalized training programs. Very few specialized, "stand alone" programs were set up to serve JTPA clients, with the exception of Exemplary Youth Programs. All Exemplary Youth Programs were contracted to local public schools. Some regions contract with adult learning centers to provide remedial basic instruction. One region contracts with a local school to provide secretarial training.

Data provided by the Governor's Employment and Training Forum shows 53 percent of Title IIA funds are used for classroom training — 48 percent for occupational skills training and 5 percent for other classroom training such as remediation.

Information provided would indicate that JTPA **always** provides local education agencies and institutions an opportunity to provide JTPA programs and services.

OVERALL EFFECTS ON LOCAL JTPA/VTE COORDINATION

This phase of the evaluation is designed to determine the extent to which coordination activities or arrangements are used to coordinate planning and reduce duplication at the local level.

Information was gathered by interviewing local, regional, and state personnel who work with JTPA and VTE. Comments were generally favorable regarding local coordination between JTPA and VTE.

COMMENDATION: The Regional Employment and Training Committees, Job Service North Dakota, and local education agencies and institutions of higher education are to be commended for their efforts in working cooperatively and coordinating their respective programs and services.

C4

While there is no obvious duplication in programming and there is a generally favorable consensus regarding local coordination, there were some mixed reviews, depending upon who was addressing the particular concerns:

- Individual vocational educators serving on the Regional Employment and Training Committees responded very positively about coordination between VTE and JTPA.
- Individual vocational educators not serving on the Regional Employment and Training Committees were generally not aware of what was going on with JTPA and felt better lines of communication or better networking among VTE institutions within each region should be established to improve the communications regarding JTPA.

RECOMMENDATION: The Regional Employment and Training Committees should consider establishing a formal communications network in each region, with the education representative responsible for informing all VTE institutions in the region about upcoming meetings as well as all pertinent actions taken at the meeting. This would provide all VTE institutions in each region an opportunity to input in the JTPA planning process. Institutions of higher education, serving statewide missions, should get information from all Regional Employment and Training Committees.

R7

- Local Job Service personnel were very positive about their relationship with VTE in general. However, few have an opportunity to input into or are aware of the planning of Perkins-funded activities.

RECOMMENDATION: The State Board for Vocational Education should consider sending information on upcoming Perkins-funded activities and periodic updates of full-time and part-time program offerings to the Governor's Employment and Training Forum staff for informational purposes. The Forum staff should then consider sharing this information with Regional Employment and Training Committees and local Job Service offices. This would provide JTPA service providers with information on future VTE programs and services in which JTPA clients may wish to participate.

R10

- Both JTPA and VTE personnel were fairly knowledgeable about the types of programs each other currently offers.
- Cross representation on VIP advisory committees and Regional Employment and Training Committees were only by happenstance, although Job Service personnel are generally sought after to serve on VIP advisory committees, especially those where a natural tie exists between their programs and JTPA.
- Because most of the training programs have been around for several years, there was a general feeling by both JTPA and VTE personnel that much more needs to be done to determine the current and projected training needs of employers.

Currently, there are several efforts designed to determine the specific needs of employers. These include:

- Section 111 of the Carl D. Perkins Act calls for the establishment of state technical committees to develop an inventory of skills needed for entry, retention, and advancement in occupational areas taught in the state.
- Section 113 of the Carl D. Perkins Act calls for an assessment of current and projected occupational needs and current and projected demands for general occupational skills within the state, to be conducted as a part of the State Plan development.
- Section 422 of the Carl D. Perkins Act calls for the establishment of a state occupational information coordinating committee. This committee is to implement an occupational information system in the state which will meet the common needs for the planning for and operation of programs of the state board assisted under this act and of the administering agencies of the JTPA and use the occupational information system to implement a career information delivery system.
- Section 125 of the Job Training Partnership Act provides funds for oversight and management of a statewide comprehensive labor market and occupational supply and demand information system.
- Section 461 of the Job Training Partnership Act provides funds to maintain a comprehensive system of labor market information on a national, state, regional, local, or other appropriate basis, which shall be made publicly available in a timely fashion.
- Section 464 of the Job Training Partnership Act provides funds for a National Occupational Information Coordinating Committee. Among other things, this committee is to assist states in the development, maintenance, and use of labor market/occupational information. This provision calls for the support of state occupational information coordinating committees.

With all of these efforts, there is still a call by local Job Service and vocational education personnel for information to determine the specific training needs of employers within their regions.

RECOMMENDATION: The state of North Dakota should consider evaluating the effectiveness and adequacy of the various entities authorized to carry out the provisions of JTPA and the Perkins Act which call for the collection, analysis, and dissemination of labor market and occupational supply and demand information. The evaluation should also determine the utilization of this information by providers of vocational-technical education, higher education, and employment and training programs and services. Recommendations from this evaluation should focus on ways to expand these individual efforts to provide JTPA, VTE, higher education, and other service providers with current and future training and employment needs.

R4

NORTH DAKOTA COUNCIL ON VOCATIONAL EDUCATION — 1988-89

• • MEMBERS • •

Sheila Christensen, chairperson of the Council, is a computer typist with U.S. West Communications, Fargo. She also represents the Council on the Governor's Employment and Training Forum.

Donald Dehne is principal of Fargo North High School, Fargo, and serves on the Evaluation Committee.

David Funston, vice chairperson of the Council, is President and Executive Director of the North Dakota Building Trades Council, Bismarck, and is chair of the Evaluation Committee.

Charles Hanson is Vice President for Student Development at the University of Mary, Bismarck, and serves on the Program Access Committee.

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Tom Seymour, Ph.D., is associate professor at Minot State University and serves on the Committee on Private Sector Initiatives.

Tom Skarp, member-at-large on the Executive Committee, is director of the Southeast Multi-district Vocational Center, Oakes. He serves on the Evaluation Committee.

Beverly Witteman is a farmer from Mohall and serves on the Evaluation Committee.

Bernadine Young Bird is Education Specialist and Special Education Coordinator, Ft. Berthold Agency, New Town, and serves on the Program Access Committee.

Della Mae Zeitler is Administrative Assistant for Headquarters Academy, Minot, and serves on the Committee on Private Sector Initiatives.

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CITIZENS ADVISORY COMMITTEES

A KEY TO GREATER VOCATIONAL-TECHNICAL EDUCATION/PRIVATE SECTOR COOPERATION

**Vocational-Technical
Education Policy and
Decision-Making Bodies**

**Private-Sector Groups that
Advise, Assist, and Provide
Support and Advocacy for
Vocational-Technical Education**

